

**Communities Overview and Scrutiny Committee
14 November 2012**

Integrated Risk Management Plan Consultation

The draft IRMP and relevant Cabinet report are attached to give members of the Committee an opportunity to have an early input into the IRMP consultation process.

Appendices

Appendix A – IRMP Cabinet Report
Appendix B – Draft IRMP

**Cabinet
18 October 2012**

Draft Integrated Risk Management Plan

Recommendation

1. That Cabinet approve the Warwickshire Fire and Rescue Service Integrated Risk Management Plan (IRMP) 2013/17 as a draft for consultation in accordance with the guidelines issued by the Department for Communities and Local Government.

1.0 Key Issues

Background

- 1.1 Since April 2003 every Fire and Rescue Authority has been subject to a statutory requirement to produce a local IRMP that sets out the Fire Authority's strategy, in collaboration with other agencies, for:
 - Reducing the number and severity of fires, road traffic accidents and other emergency incidents occurring in the area for which it is responsible;
 - Reducing the severity of injuries in fires, road traffic accidents and other emergency incidents;
 - Reducing the commercial, economic and social impact of fires and other emergency incidents;
 - Safeguarding the environment and heritage (both built and natural);
 - Providing value for money.
- 1.2 Responsibility for preparing the IRMP 2013/17 rests with the Fire Authority, and a cross party member working group, chaired by the Portfolio Holder for Community Safety, was set up to shape the proposals with professional advice provided by the Deputy Chief Fire Officer.
- 1.3 The cross party IRMP working group has met on a number of occasions to discuss the strategic proposals that have been developed to further improve firefighter safety, protect the public and do our very best.
- 1.4 Officers from Northamptonshire and Warwickshire Fire and Rescue Services have worked together to develop a consistent approach to the development and content of each service's IRMP. Having two consistent plans will support the delivery of the outcomes of the Strategic Alliance.

- 1.5 In preparing the IRMP 2013/17, reference has been made to the guidance contained within the Fire and Rescue Service National Framework published in July 2012, Health and Safety guidance, our assessment of Community Risk, the Going for Growth agenda, CFA Guidance documents and our understanding of the risks that firefighters deal with at emergency incidents.
- 1.6 The aim of the plan will be to provide the strategic direction for the Service to develop plans to reduce both existing and potential risks to the public and our Firefighters. This approach is also informed by the learning that has occurred during the development of the previous IRMP's and work undertaken to:
- Develop our understanding of risk across the County
 - Identify the most effective ways to further control risks to Firefighters
 - Target prevention activity at those communities most at risk
 - Develop our ability to deliver value for money services for the public whilst helping to balance the County Council budget.
- 1.7 The draft IRMP 2013/17 is presented as part of the formal 12 week consultation period. Consultation will be carried out countywide and the comments registered before presentation to full council.

2.0 Proposals for the future

The IRMP member working group have shaped the following proposals.

- 2.1 Review our emergency response standards so that we can offer the best response across the whole county.
- 2.2 Increase training, support and leadership for Retained Duty Firefighters so that they can respond effectively to operational incidents in rural areas.
- 2.3 Introduce a core spine of wholetime operational Incident Commanders particularly across rural areas to respond to emergencies immediately so that an enhanced level of supervision and specialist knowledge is available.
- 2.4 Deploy wholetime Firefighters to do jobs that make the best use of their skills and working time, whilst maintaining a quick and safe response to operational incidents across the county.
- 2.5 Develop the role of our Fire Control Operating teams to maximise their contribution and make best use of their skills and working time, so that they can provide vital information to operational crews.
- 2.6 Develop the partnership with Northamptonshire Fire and Rescue Service and others so that we can increase capacity and make efficiency savings where possible.

- 2.7 Increase our water rescue capability to flooding / fast flowing water incidents so that we can respond to a wider range of incidents with a well-equipped and better trained team.
- 2.8 Develop our specialist rescue capability so that we can provide a response to incidents with the right skills, knowledge and equipment.
- 2.9 Review our preventative work to reduce the number and impact of emergency incidents.

3.0 Timescales associated with the decision and next steps

3.1 Guidance has been produced to assist fire authorities in consulting and producing and publishing IRMP's and on that basis the proposed timescales are as follows:-

- (1) Produce a draft IRMP for consultation by the 18th October.
- (2) Consult local communities and key stakeholders on the IRMP between October and January (statutory 12 week period).
- (3) The Fire and Rescue Authority to formally consider the outcome of consultation, commission any revisions and to formally adopt the IRMP and by the end of March.
- (4) As part of the consultations exercise equality monitoring data will be collected of participants to ensure that the Fire & Rescue Authority is able to undertake a robust Equality Impact/Analysis prior to any decision making.

Background papers

- 1. Draft IRMP 2013/17
- 2. Fire and Rescue Service National Framework
- 3. Strategic Assessment
- 4. CLG Guidance documents

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WARWICKSHIRE FIRE AND RESCUE AUTHORITY INTEGRATED RISK MANAGEMENT PLAN 2013-2017



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Foreword

We are delighted to present the **Warwickshire Fire and Rescue Authority Integrated Risk Management Plan (IRMP) 2013 - 2017**. This is a four year plan that aims to continue to provide a strong and flexible Fire and Rescue Service. This is the first time that we have developed a four year plan and it will align ourselves with the Warwickshire County Council planning cycle.

The Service is doing well in many areas including reducing the number of fires in the home to an all-time low. We congratulate the public and our staff for playing their parts in making Warwickshire one of the safest places to live in the Country.

The cost of fire to the economy has reduced significantly from £27.8 million in 2009/10 to £13.9 million in 2011/12, which indicates that the priorities in our previous IRMP (2010 – 2013) to reduce the impact of fire are working. More importantly there have been no fire related deaths in domestic premises since January 2011. We are making Warwickshire safer, but we recognise that there is still more that we can do.

There are challenges that continue to shape the Service, which we cannot control, including the current economic environment, the variable nature of risk and the national guidance that details the Governments expectation of the Fire and Rescue Service. This makes planning for the future difficult, but it is our promise to everyone in Warwickshire that we will continue to build a Fire and Rescue Service that you can be proud of.

In May 2012 as part of a review of Warwickshire Fire and Rescue Service, we consulted with focus groups, from across the county, on their expectations of the service, and our priorities

for the future. The focus groups included a cross section of members of the public and business owners from across Warwickshire. This has helped us to understand the public's and businesses expectations of the service; their valuable feedback has shaped the proposals in this plan.

We have also increased the momentum of work to look at the benefits from working with other Fire and Rescue Services and we are currently developing a partnership in the form of a strategic alliance with Northamptonshire. To date, we have jointly procured a system that helps to coordinate communication as part of our operational command and control system. We are already seeing savings as a result of this. As both services will be using the same system, this will help our control rooms to support each other in the event that either control room cannot operate. A team of Officers from both Fire and Rescue Services has also been set up to develop further ideas that will benefit the communities in Warwickshire and Northamptonshire.

The County Council, as the responsible authority for the Fire and Rescue Service, wants to provide the best possible service, and within this IRMP we have put forward a number of proposals to achieve this. We will be undertaking consultation on these proposals and there will be an opportunity for you to give us your views. If you would like further information please visit our website and follow the link to the IRMP or alternatively contact us on the details contained at the back of this document.

Portfolio Holder
Richard Hobbs

Chief Fire Officer
Graeme Smith

1. Introduction:

This IRMP aims to give the reader an understandable summary of the work that the Fire and Rescue Service has done to make Warwickshire safer. It also presents the ideas that we have developed to further protect the public and keep our firefighters safe.

Throughout this IRMP we look at risk from the perspective of both the public and our firefighters. We recognise that the risk to public safety predominately stems from fires that occur in the home, in business premises and road traffic collisions. These incidents, and rescues from fast flowing water, present considerable risks to the safety of our firefighters. We also consider the risk to heritage sites, the environment and the continuing risk from terrorism. These can affect the economy, cause disruption and impact on the day to day lives of everyone. Understanding these risks within the county provides a clearly defined baseline that we have used to develop our proposals.

The Fire and Rescue Service National Framework has recently been published and this sets out central Government's expectations of the Fire and Rescue Service. We have to assess and make plans for all foreseeable risks that could affect everyone both locally and nationally. We must also be accountable to the local community and contribute to the reduction of the national and local budget deficit.

There are many issues that continue to challenge us; not least the current economic difficulties that face the country and the need to significantly reduce public spending. These economic challenges place pressure on us to deliver a safe and effective service while facing a reduction in funding.

In addition they affect all local businesses in their day to day work. Businesses are finding it increasingly difficult to release Retained Duty System (RDS) firefighters to provide operational cover during working hours. This has a significant impact on our service, given that RDS firefighters make up 40% of our workforce, and contributes to the biggest rate and pace of change in the Fire and Rescue Service for over 70 years.

It is our intention to use this IRMP to assess risk to the public and to the Fire and Rescue Authority so that we can develop a coordinated strategy that makes the best use of the money, people and equipment that we have at our disposal.

We constantly review what resources we send to an incident and how long they take to arrive - our Response Standards. We also review the number and location of fire engines to make sure that our firefighters and vehicles are located in the best place to respond to all types of risk.

We know that time is critical when dealing with incidents where people are trapped in buildings or vehicles; we also know that some of the most serious road traffic collisions happen in rural areas. Therefore we are proposing to look at ways of providing faster response to incidents in rural locations, without compromising our response elsewhere.

Our previous plans have delivered some notable successes; we have provided our firefighters and Incident Commanders with new protective clothing, have upgraded specialist rescue equipment and have increased the amount and quality of training.

Dwelling fires are at an all time low with no fire related deaths in the county since January 2011. We have reduced our attendance to False Alarm calls, resulting in a saving of £100,000 per year. We have seen the local economic cost of fire reduce significantly. However, the number of small and deliberate fires showed a slight increase in 2011/12. We will aim to reverse the trend over the course of this IRMP.

In the future we must look at developing a more flexible approach to dealing with risk by making sure that we give our Incident Commanders the correct number of appropriately trained firefighters, with the right vehicles and specialist equipment, to deal with different types of incidents. We recognise that it will be difficult to achieve this against a backdrop of reducing budgets.

We have much to be proud of, but there is more that we can do to protect the public and to further improve the safety of our firefighters. The list below is a summary of the proposals that we would like to work on over the life time of this IRMP. Further details about our proposals can be found on page 23.

- 1. Review our emergency response standards so that we can offer the best response across the whole county.**
- 2. Increase training, support and leadership for Retained Duty Firefighters so that they can respond effectively to operational incidents in rural areas.**
- 3. Introduce a core spine of wholetime operational Incident Commanders particularly across rural areas to respond to emergencies immediately so**

that an enhanced level of supervision and specialist knowledge is available.

- 4. Deploy wholetime Firefighters to do jobs that make the best use of their skills and working time, whilst maintaining a quick and safe response to operational incidents across the county.**
- 5. Develop the role of our Fire Control Operating teams to maximise their contribution and make best use of their skills and working time, so that they can provide vital information to operational crews.**
- 6. Develop the partnership with Northamptonshire Fire and Rescue Service and others so that we can increase capacity and make efficiency savings where possible.**
- 7. Increase our water rescue capability to flooding / fast flowing water incidents so that we can respond to a wider range of incidents with a well-equipped and better trained team**
- 8. Develop our specialist rescue capability so that we can provide a response to incidents with the right skills, knowledge and equipment.**
- 9. Review our preventative work to reduce the number and impact of emergency incidents.**

Our Vision, Mission, Priorities and Objectives

Our Vision:
Protecting the community and making Warwickshire a safer place to live

Our Mission:
Responding to emergencies when the public needs us most

Our Priorities:

| Keeping the Public Safe | Keeping Firefighters Safe | Doing our very best |
|---|---|---|
| Responding to fires and other emergencies | Developing the skills of our Workforce | Providing strong and effective leadership |
| Reducing deaths and injuries caused by fire and on the roads | Promoting the health, safety and well-being of our workforce | Delivering a value for money service |
| Focusing our efforts on the most vulnerable sections of the community | Providing the right equipment, vehicles and information to do the job | Meeting the expectations of the community |
| Being role models for young people | Reducing the occurrence of arson and anti-social behaviour | Improving all of the time |
| Enforcing fire safety law in the workplace | Being prepared for major threats and emergencies | Promoting equality and diversity |
| Protecting the environment | Recognising our workforce as our biggest asset | Working with partners to provide a better service |

Our Objectives:

| | |
|--|---|
| <p><u>For the Public</u></p> <p>Having highly trained firefighters available when and where the public needs them most.</p> | <ul style="list-style-type: none"> ▪ Review our response times across the county to make sure we prioritise emergencies that threaten life and property ▪ Maintain the current level of high performance in reducing property fire and rescue related risks ▪ Develop our firefighters skills and abilities to rescue casualties and save property |
| <p><u>For our Firefighters</u></p> <p>Provide strong leaders throughout the Service who make good decisions and set high standards.</p> | <ul style="list-style-type: none"> ▪ Promote personal leadership at all levels ▪ Equip all staff with the skills they need to be effective and safe in their role ▪ Provide clear direction regarding the standards expected of them and the core role of the Service |
| <p><u>Value For Money</u></p> <p>Using our funding wisely to deliver the best Service possible within our limited resources and contribute to balancing the County Councils budget.</p> | <ul style="list-style-type: none"> ▪ Reduce the overall number of buildings we operate from ▪ Work in partnership with Northamptonshire Fire and Rescue Service and other Fire and Rescue Services to increase capacity and help reduce our costs ▪ Become even more flexible, to meet the changing needs of the public, in the way we deploy firefighters and incident commanders |

2. About our Service

We have 16 fire stations, 22 front line fire engines and number of other specialist rescue vehicles that can be deployed across the county, 7 days a week 365 days per year. We have an annual budget of £22.3 million and it costs 11 pence per person per day to provide the Fire and Rescue Service in Warwickshire.

It is our intention to make sure that we not only respond to incidents anytime of the day or night, but that we can also maintain a level of fire cover that allows us to respond to large and / or simultaneous incidents. Currently our emergency response standards state that we will get a fire engine to attend an emergency within 10 minutes to incidents in urban areas and 20 minutes to incidents in rural areas.

We are continually identifying improvements that can reduce our response time and developing better ways of keeping our firefighters safe. Typically this can involve a change in procedures or the introduction of new equipment, for example, water rescue poles are now placed on all of our fire engines to enhance our ability to rescue people or animals from water.

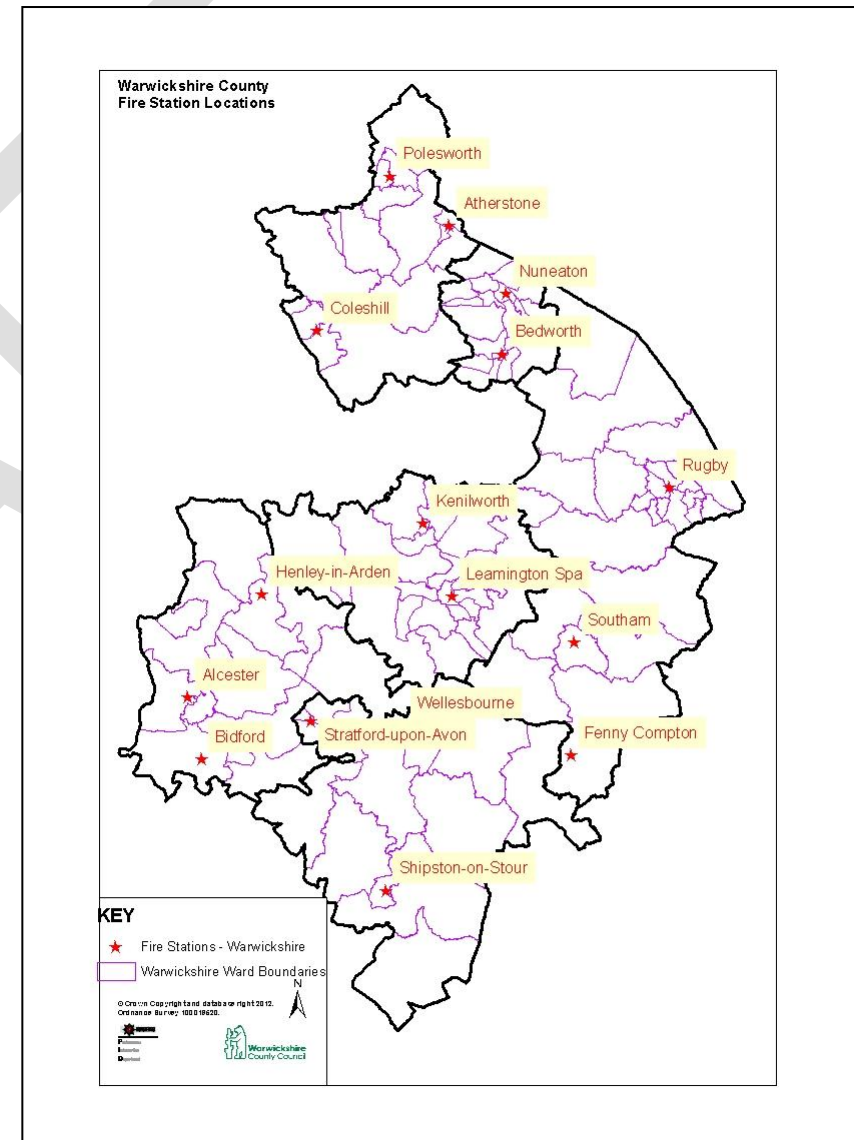
We recognise that the Fire and Rescue Service needs to become even more flexible if we are to meet the challenges over the next four years. The predicted increase in our ageing population and the difficulties of recruiting RDS will continue to challenge us. This is why we are emphasising the need to consider risk from the perspective of the public who need our help and our firefighters who need us to keep them safe. We do this by providing the best leadership, training, equipment, vehicles and procedures with the aim of having the right people in the right place at the right time.



The table below shows the location, the crewing system and the number of fire engines that are based at each fire station.

| Duty System | Locations | Fire Engines | |
|-------------|-------------------|-------------------------|------------------------|
| Full Time | Nuneaton | 2 | |
| | Rugby | 2 | |
| | Leamington | 2 | |
| | Stratford | 1 | |
| | Alcester | 1 | |
| Day Crewed | Atherstone | 1 | |
| | Coleshill | 1 | |
| Retained | Atherstone | 1 | |
| | Coleshill | 1 | |
| | Bedworth | 1* | |
| | Bidford | 1 | |
| | Fenny Compton | 1 | |
| | Henley in Arden | 1 | |
| | Kenilworth | 1 | |
| | Polesworth | 1 | |
| | Shipston on Stour | 1 | |
| | Southam | 1 | |
| | Stratford | 1 | |
| | Wellesbourne | 1 | |
| | TOTAL | 16 Fire Stations | 22 Fire Engines |

* Bedworth also has a dedicated small fires unit.



3. What is our core role?

Warwickshire Fire and Rescue Service's core role is to respond to the public and businesses when they need us most. Whilst we will always strive to prevent emergency incidents from occurring in the first place through our prevention and protection strategy, it is inevitable that they will occur, and we need to ensure the safety of the public and our staff whilst we deploy firefighters to save life and property.

The most serious emergency incidents that we are called to involve people trapped in buildings and vehicles that require us to rescue them using specialist skills and equipment. Typically this is a building fire or road traffic collision. When an emergency does occur we do our very best to have the right vehicles, the best protective clothing and equipment, the best training and the right numbers of highly trained firefighters to send to an emergency incident.

During a Service review in May 2012 we consulted with the public and business communities, where the following issues were discussed:

- Are our current emergency response standards right? Is the time it takes a fire engine to get to an emergency within the county appropriate?
- Do we need to look at different response times to different types of incident based on the inherent risks?

- Do we measure our response standards correctly or do we need to enhance these to include not just how quickly we get there but how effective our whole response is?
- How do we organise and support our Retained Duty System (RDS) firefighters? Do we need to look for innovative ways of providing response in rural areas? What impact will this have on our wholetime crews?
- What is important to the public and business community? Is our balance of response to emergencies, preventive work and legislative fire safety in commercial premises right?
- Is the way we deliver prevention activity, such as fitting smoke alarms and schools education, the right use of our time? How do we balance this against our other priorities such as operational training and the gathering of operational risk information?

We are aware of the expectations that are placed on the services that we provide to the public. The results of the recent consultation exercise confirmed that responding to emergencies when they occur is considered to be our core role by the communities that we serve.

The Government is clear that they want us to prepare for all potential risks that threaten life and property within the county. These expectations were set out in the new Fire and Rescue Services National Framework in July 2012 and it identified the following three priorities;

- *identify and assess the full range of foreseeable fire and rescue related risks their areas face, make provision for prevention and protection activities and respond to incidents appropriately;*
- *work in partnership with their communities and a wide range of partners locally and nationally to deliver their Service and*
- *be accountable to communities for the Service they provide.*

The new framework provides clear direction that we need to make plans to deal with all foreseeable risks that could affect anyone in Warwickshire, whilst also maintaining our ability to contribute to wide scale regional and national emergencies. This means that we need to develop and maintain skills to deal with wide ranging incidents including;

- fighting fires;
- releasing casualties that are trapped in buildings and in vehicles;
- chemical leaks and spills;
- water based incidents;
- civil unrest;
- national emergencies and terrorism;

The following documents offer strategic guidance to the Fire Authority on managing their risk



Operational Assurance
This toolkit will be used by Fire and Rescue Services across the country to assess their performance in Community Risk Management, Prevention, Protection, Response, Health & Safety, Training & Development, call management and Incident Support

National Framework
This provides an overall strategic direction to fire and rescue authorities

Community Risk
This assessment provides an accurate picture of issues affecting the county and will facilitate the review and identification of priorities

Health & Safety Guidance
This report is a summary of the main findings from the 8 inspections of Fire and Rescue Services (FRS) carried out by the Health & Safety Executive (HSE) in 2009/10

4. How are we doing?

In 2011/12 we invested in equipment and clothing to make sure that our firefighters have the very best tools to do the job.

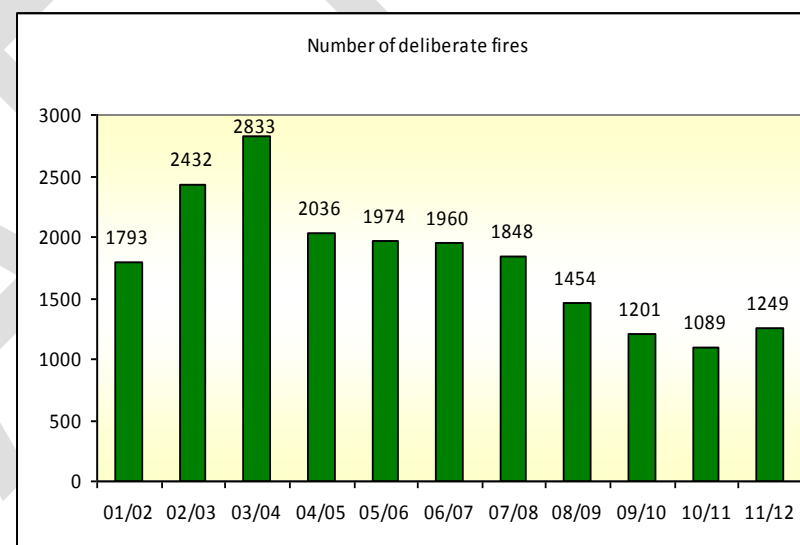
- We have improved the availability of wholetime firefighters by introducing a new crewing system that provides the right number of firefighters required to crew our fire engines.
- We have introduced a computerised system that allows our RDS to tell us their availability in advance. This means that we can predict and manage the availability of our staff.
- We have introduced a new command support vehicle to assist our Incident Commanders to deal with the often complex incidents that we attend. Commanders now have a dedicated area that helps them to communicate with our Fire Control operators and access all of the information they need to make informed command decisions.

Home Fire Safety Checks and the fitting of smoke detectors is the main part of our prevention strategy for the people in Warwickshire. We have targeted our Home Fire Safety Checks to make sure we can reach those most in need of our services.

Over the last two years the number of accidental dwelling fires has reduced by 16% to 174. Warwickshire Fire and Rescue Service is now the best performing Fire and Rescue Service in the country and there has been no fire related deaths in a property since January 2011.

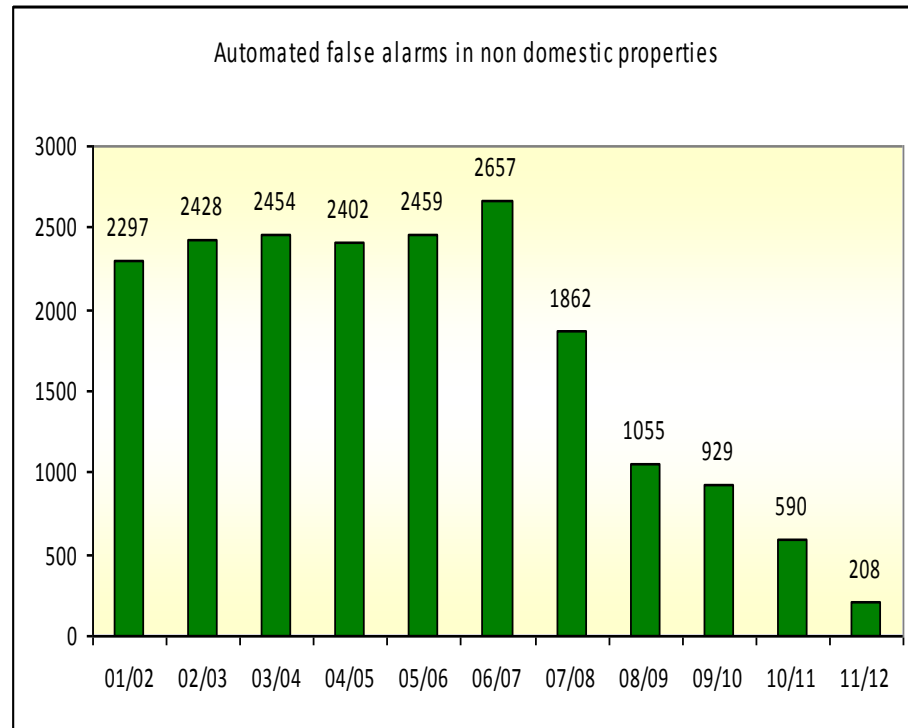
Deliberate fires (arson) increased slightly with 160 more fires occurring in 2011/12. Out of 1249 incidents Nuneaton & Bedworth

district accounted for 657 of these, with a large proportion of deliberate fires involving items such as grass and refuse. To combat this we have introduced a small fires unit in the area to quickly deal with this type of incident and we have a dedicated arson reduction team located in the Justice Centre in Nuneaton.

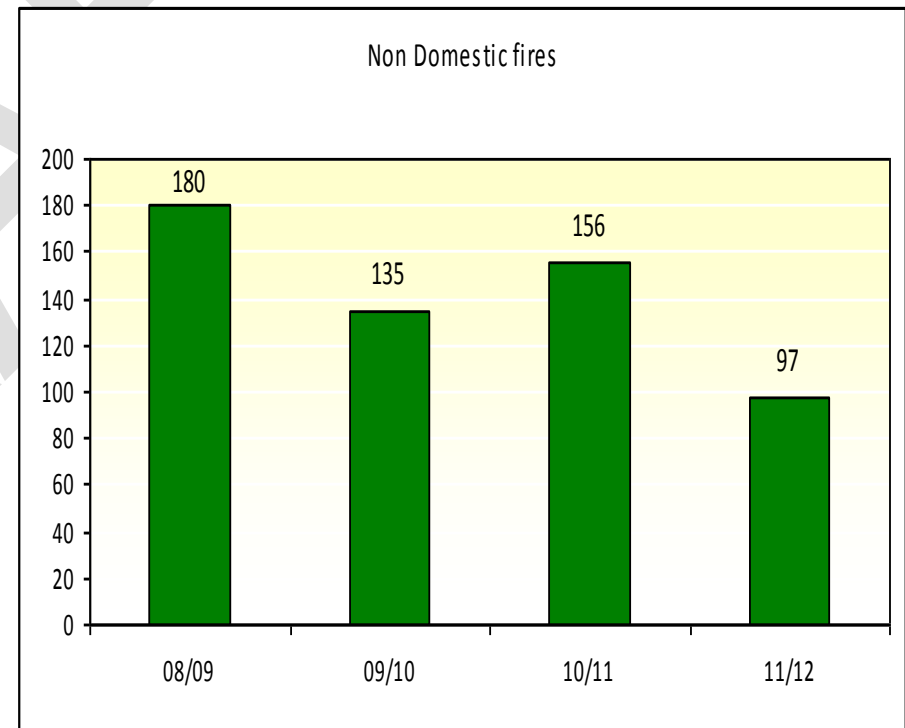


Road safety and the reduction of Road Traffic Collisions (RTCs) remains a priority both nationally and locally. Although we work in partnership with other agencies to reduce the number of RTCs, unfortunately there has been a small increase in the number of people killed and seriously injured on our roads from 309 in 2009 to 313 in 2012.

We have changed the way we respond to automatic fire alarms; in the past we would attend all alarms from systems that notify us of a potential fire. We now challenge the information provided and only send an immediate response at certain times of the day to premises defined as high risk or where there is a confirmed fire. This has resulted in a 73% reduction in the number of times we attend an unwanted fire alarm call. The graph below shows the reduction in response over the past 10 years.



Under the Regulatory Reform (Fire safety) Order, the fire safety inspection process has changed significantly and developed into a risk based audit programme that prioritises the premises that we visit. Between 2010 and 2012 our fire safety officers visited 895 commercial properties and gave advice on 785 issues. This helps keep businesses and their customers safe. The graph below shows the reduction in non-domestic fires over the last 4 years.



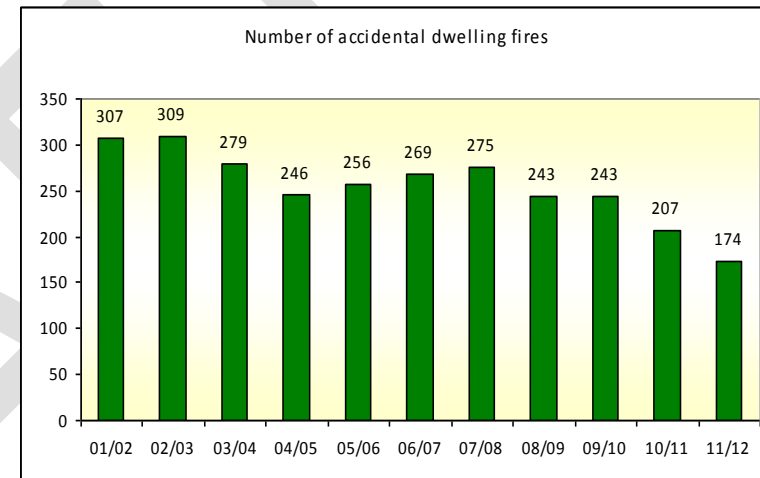
5. Making Warwickshire safer

Below are some of the improvements we have made during the period of our previous IRMP:

- We increased firefighter availability by reducing the number of shifts lost to sickness and injury (420 fewer shifts lost in 2011/12) which has saved in the region of £90,000. We have introduced an annual fitness assessment to ensure all operational firefighters and officers maintain their fitness and are ready to attend operational incidents.
- We reduced our impact on the environment by introducing a small fires unit to deal with small fires in the Nuneaton & Bedworth areas. We targeted this area because of the increasing problem with arson fires. The unit is now sent when appropriate, rather than sending a full size fire engine, which has resulted in some cost savings.
- We reduced our attendance to automatic fire alarms by 73%, down to 206 attendances in 2011/12 from 590 the previous year.
- We enhanced our flood response by introducing telescopic rescue poles on all fire engines.
- We targeted Home Fire Safety Checks at the most vulnerable, with 95% being completed in homes that are assessed to be most at risk from fire.
- Staff and volunteers completed 8700 Home Fire Safety Checks during 2011/12.
- We developed a partnership with Warwickshire Young Carers Support Service to develop the skills of young people who care for a disabled relative.
- We improved the advice we give to business by deploying firefighters to inspect premises within their areas. This also ensures our firefighters are familiar with their local risks. We continue to offer advice and support through a dedicated team to premise owners while undertaking a Fire Safety enforcement role. We will continue to focus on premises that constitute the greatest risk to people, for example care homes and hotels.
- We doubled the “real” fire training that we have provided to our firefighters, rather than simulated heat and smoke training.
- We invested in and improved our facilities and vehicles to support, assess and train our incident commanders.
- We developed a sprinkler campaign, which included the demonstration of the benefits of a sprinkler system during a fire in domestic property. The demonstration was covered by BBC West Midlands in spring 2012 and gave much needed coverage to our on-going campaign for domestic sprinkler systems.



Over the last 10 years we have reduced the total number of emergency incidents that we attend. The graph below shows that we have reduced fires in the home significantly.



The Service, as part of its strategic alliance with Northamptonshire, will explore possibilities for operating a joint headquarters function and explore a joint training provision.

Things that we have had to stop delivering in order to contribute to the budget deficit are:

- setting up a community and emergency safety forum
- setting up a business fire and emergency safety forum

6. Our Partnership with Northamptonshire

In September 2011, Northamptonshire and Warwickshire County Councils' Fire Authorities resolved to explore the benefits of a partnership to be formed between Northamptonshire Fire and Rescue Service and Warwickshire Fire and Rescue Service.

Both County Councils have legal and moral responsibilities to do their very best with tax payers' money to provide Fire and Rescue Services that keep the public and our firefighters safe.

The challenges that face all Fire and Rescue Services means that they cannot act alone; they must work with political leaders at both local and national level, other Fire and Rescue Services, community groups and professional bodies, in order to deliver services within allocated budgets.

In this last respect a critical financial challenge, primarily as a result of the recent Governmental Public Spending Policy, has emerged over the last few years. The pace and scale of change that now confronts both services means that we need to seriously reconsider how we can best meet our statutory responsibilities to provide services in the future.

Both services are dealing with similar challenges relating to balancing budgets, the constant pressures to reduce the number and severity of emergencies and to keep our firefighters safe. It makes sense to look at how we deal with these challenges together rather than in isolation. As the partnership develops we will be able to share our experiences, knowledge and expertise which will help us to become stronger and more effective in dealing with the challenges in the future.

The partnership will be developed through an agreement called a Strategic Alliance. This means that we will work together utilising officers from both services to deliver better outcomes for the public. One of the main aims of the partnership is to explore and identify the opportunities to rationalise and improve the value provided by both services. Initial areas have been identified for review and development. We plan to:

- Examine the potential to share a joint fire control function
- Explore the potential for sharing common training facilities and function
- Review the retained duty system firefighter training and capability
- Explore the potential for the provision of a joint fire safety enforcement function
- Explore the joint provision of technical services and Transport
- Explore the provision of a joint community safety function which includes – sprinkler campaigns
- Explore how the services infrastructures can work together

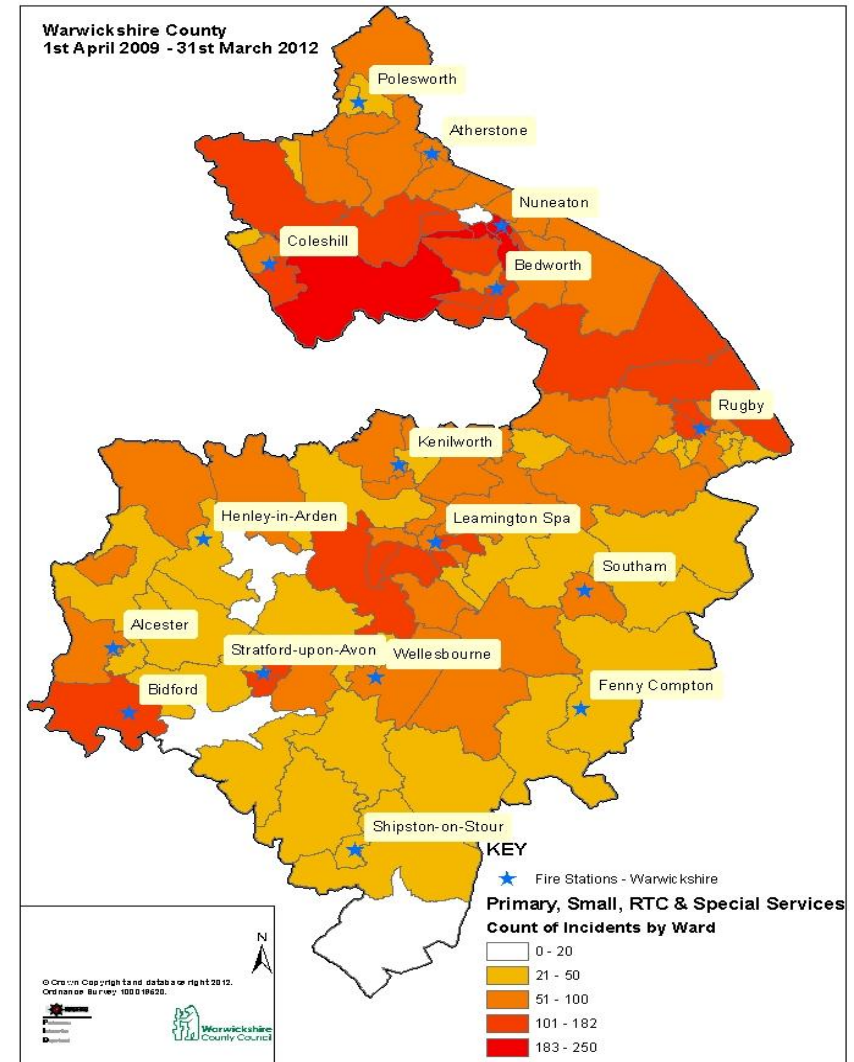
Managers from both services are reviewing the above areas and have made progress towards the establishment of joint ways of working. Both services have made good progress with the joint fire control function by purchasing the same equipment and systems used for operational command and control.

7. What is risk?

Our definition of risk is the danger and likelihood that someone or something could be harmed or damaged. To reduce risk and increase public and firefighter safety the Government introduced new legislation in 2004 that required all Fire and Rescue Services to think differently about how they use their funding to achieve this. Since then Warwickshire Fire and Rescue Service has continually reviewed risk across the county and has developed plans to deal with the situations that threaten the safety of the public and expose our firefighters to risk. This includes the development of plans to respond to emergencies as fast and safely as we possibly can. When developing our plans we continue to work with other agencies and will consult with our representative bodies to find the best way to collectively provide a better service to the public and protect the safety of our firefighters.

We consider a wide range of issues and information when assessing risk. This can range from local planning applications to major incidents that could impact across the county and possibly further. We understand what creates risk and how it might vary with location and we are ready and prepared to respond to a wide range of emergencies anywhere in the county.

The National Framework for Fire and Rescue Services emphasises the need for us to respond to all foreseeable risks. Our continued analysis of risk tells us where we can expect different types of incidents to occur, so we are able to, for example, recognise where major flooding is likely to happen. We look at historical information and we understand the areas of our county where incidents are likely to happen. The map opposite shows the hot spots across the county for large and small fires, road traffic collisions and other calls that require us to carry out a rescue or service.



8. How do we think community risk will change?

Demographic, Social and Economic Trends

The Warwickshire Observatory was commissioned to identify the demographic issues that are relevant to WFRS and we wish to acknowledge their involvement in the production of this section of the report, which is also informed by the Quality of Life Survey.

Population - Age

The predicted increase (120,000 people) in total population across Warwickshire between 2010 and 2035 could increase the demand placed on the Fire and Rescue Service. National statistics indicate that the elderly are amongst the most vulnerable from fire. This means that prevention activity needs to be targeted to ensure that older people, especially those living in remote rural areas are aware of and receive home fire safety advice.

Population - Geography

There is a forecast of significant population increase across the county by 2035. This increase is predicated to be relatively evenly spread across the county. The locations of our fire stations mean that we are well placed to deal with additional emergency response demand.

Planning Gains

In order to meet the expected increase in preventative work by 2035 the service will seek to develop its prevention agenda. The proactive promotion of fire protection combined with effective response arrangements will be a service priority.

The service will continue to promote the installation of sprinkler systems in premises where the occupants are more vulnerable.

Health

The links to an ageing population in Warwickshire and healthy lifestyle indicators are of particular concern. Alcohol related harm is a priority for both health and community safety partners in Warwickshire. Whilst fire related deaths are an all-time low in 2012 there is still the potential for harm especially for people who have alcohol and other drug related problems. We will work with community groups who can deliver home fire safety messages to high risk groups.

Deprivation, Education and Unemployment

The high level of deprivation, low educational attainment and high unemployment in Nuneaton, Bedworth and North Warwickshire are a cause for concern in relation to deliberate small fires and accidental dwelling fires. The introduction of the Small Fires Unit will help to provide a suitable response to small fires and we will continue to engage with young people where this does not affect our core role. This initiative fits well with the Government and County Council approach to Troubled Families.

Links between Deprivation and Arson

The number of deliberate fires across the county increased from 1089 in 2010/11 to 1249 in 2011/12. This represents an increase of 160 fires or 14.6%. Nuneaton & Bedworth District accounted for 52.6% of all arson incidents last year (657 fires).

9. How do we plan to reduce risk?

We constantly identify, assess and make plans to deal with the risks that are associated with providing an effective Fire and Rescue Service. This happens regularly at a high level when the Fire and Rescue Service's Brigade Command Team reviews the risks facing the Service, and identify how to respond to these risks to keep the public and our firefighters safe. It also happens at every emergency incident when our teams work together to identify, assess and reduce risk.

We recognise that the levels and types of risk vary in urban areas and rural areas. It is our job to provide the best level of service that controls risk for everyone in Warwickshire. Therefore we are proposing to review our emergency response standards to provide the best and most effective service for all communities in Warwickshire.

We identify and mitigate risk through day to day activity, by reviewing our operational performance at emergencies, by inspecting commercial buildings, by exchanging information with other agencies, and by pre-planning for emergencies that might occur.

We use a wide range of data, from comprehensive historical incident data to more predictive sources that are based on lifestyle information. This helps us to understand the factors associated with changing populations and lifestyles. We use this data to feed our understanding of developing trends and to predict future demand.

We use a computer based software system called the Fire Service Emergency Cover Toolkit (FSEC) to analyse and identify the best

locations for our resources, to ensure the most effective response to emergencies when they occur. The toolkit helps us to assess the risks associated with proposed housing and commercial developments to decide if we need to build a new fire station or change crewing arrangements at an existing station.

Locally, our approach to countering risk at individual emergency incidents is based on safe systems of work. We ensure firefighters have the correct training, knowledge and skills, the right equipment and clear operational procedures. We have installed a computer onto every fire engine, which contains operational risk information on specific buildings and design information on vehicles to assist firefighters when attending road traffic collisions

At county level the service is a key member of the Local Resilience Forum (LRF) which maintains a "Community Risk Register". Warwickshire Fire and Rescue Service have the responsibility as lead agency for a number of the risks within this register. The register identifies a range of possible emergencies within Warwickshire such as major transport incidents, environmental risks and health pandemics.

We have operational plans to respond to these larger types of incidents, as well as maintaining effective cover to respond to any other emergencies across our county. For example we may attend a fire that requires 10 fire engines, specialist rescue vehicles and a command structure of five senior officers. At the same time we must be able to respond to one or more other incidents that happen simultaneously; a house fire or road accident that may require an additional three fire engines, further specialist vehicles and a separate command structure.

Whilst we aim to maintain the right number of fire engines and firefighters at all times, we recognise that this can be challenging. We therefore have reciprocal contingency arrangements in place with our neighbouring Fire and Rescue Services. However, this can result in additional costs.



10. How much do we cost and how do we spend your money

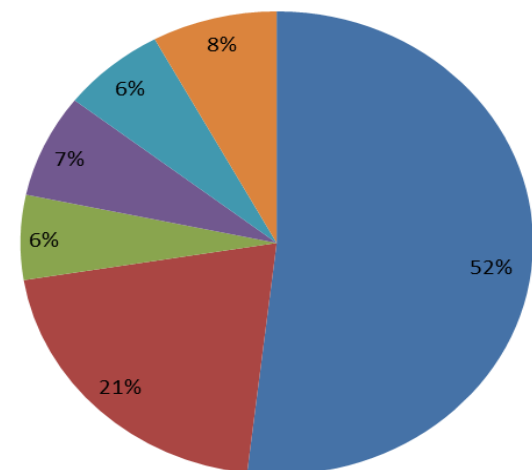
In 2011/12 it cost £22.3 million pounds to provide Fire and Rescue Services in Warwickshire.

This expenditure represents an average cost of 11 pence per day for each person living in Warwickshire.

The service spends over half of its funding responding to emergencies and carrying out community fire prevention and commercial fire protection, for example home fire safety checks and business premises inspections. This is illustrated in the table below and chart opposite.

| Type of Expenditure | 2011/12 Outturn £'000 | % Spend |
|--|-----------------------------|-------------|
| Responding to emergencies / community fire prevention and commercial fire protection | £11,563 | 52% |
| Fire stations, operational equipment, fire engines and transport and fire hydrants | £4,591 | 21% |
| Training and Health and Safety | £1,318 | 6% |
| IT and Communications | £1,609 | 7% |
| Warwickshire County Council Support Charges (finance, HR and performance, legal and customer services) | £1,461 | 6% |
| Other (including the Service Improvement Plan and the one off costs of the Atherstone-on-Stour fire) | £1,760 | 8% |
| Total Expenditure 2011/12 | £22,302 | 100% |

**Fire and Rescue Service
Expenditure 2011/12**



- Responding to emergencies / community fire prevention and commercial fire protection
- Fire stations, operational equipment, fire engines and transport and fire hydrants
- Training and Health and Safety
- IT and Communications
- Warwickshire County Council Support Charges
- Other

11. Our Proposals for the future

We continuously challenge the things we do and are always looking to see if we can do things better. Based on these areas of improvement we continue to develop proposals to make sure that we keep the public safe, keep our firefighters safe and make the best possible use of our budget. We also seek to build on the success of the service improvement plan. These proposals will be worked on over the four year life of this IRMP and subject to an annual review.

1. Review our emergency response standards

At present, our response standards to rural locations are different to urban areas, as travel times to rural areas are longer. We want to review our response standards and propose the best way that we can reduce our average response time to emergency incidents across the whole of the county. We want to improve our initial response times to rural locations, and maintain the right number of appliances and firefighters to deal with any incident.

Our current response standards for all types of emergencies are 10 minutes in urban area and 20 minutes in rural areas, we will look to improve response standards across the whole of the county.

2. Increase training, support and leadership for Retained Duty Firefighters

There are nationally acknowledged challenges with the recruitment, retention and the delivery of suitable and sufficient training to RDS firefighters.

There is a dependence on RDS firefighters for the provision of emergency cover across many parts of the country, and this is also the case in Warwickshire.

Most RDS firefighters carry out their duties in addition to other paid work, and the Fire and Rescue Service is usually their secondary employer. RDS firefighters are currently paid to attend their fire station for two hours per week to train, carry out equipment checks and receive inputs regarding operational policies and procedures. They respond to emergencies on an on-call basis and they must live or work within five minutes of their fire station.

The amount of time RDS firefighters have to train is less than their wholetime colleagues. The challenge for the service is to identify ways in which it can do things differently in order to ensure that we continue to provide the most effective firefighting and rescue service possible and on that basis we will review the RDS provision with a view to increasing public and firefighter safety.

3. Introduce a core spine of wholetime Firefighters across rural areas to respond to emergencies immediately

This proposal will look to use wholetime firefighters to make rapid initial interventions at road traffic collisions and other emergencies, especially in rural locations. This would help us to save life and property by getting to the scene of an emergency much quicker than we currently can.

Other Fire and Rescue Services have developed different ideas to improve the safety of their firefighters including initial rapid response vehicles that are crewed all of the time by wholetime firefighters located in rural areas. These not only respond to emergencies immediately but also provide additional support to retained duty firefighters. We will look at practices from around the country to see if these could work in Warwickshire

4. Deploy wholetime Firefighters to do jobs that make the best use of their skills and working time, whilst maintaining a quick and safe response to operational incidents across the county.

Around 60% of our firefighters are full time employees, with the remainder being employed on a retained basis. It is the wholetime firefighters who are our most flexible resource; we are able to provide them with the highest level of technical training and skills. It is therefore vital that the wholetime firefighters' role should be targeted at work which makes the greatest contribution to public and firefighter safety by improving response and supervision at incidents. This means we should review the way we deploy wholetime staff to further enhance the delivery of operational priorities and to provide greater support to rural areas.

5. Develop the role of our Fire Control Operating team to maximise their contribution and make best use of their skills and working time

Fire Control is staffed 24 hours a day every day of the year; it is proposed that their current role will be developed to provide a better, more effective use of their skills in order that we can continue to improve the information available for firefighters to carry out their role.

6. Develop the partnership with Northamptonshire Fire and Rescue Service

The two Fire and Rescue Services initially agreed to consider 5 work streams, as areas to assess the benefit for the Strategic Alliance

1. Command and Control
2. Operational Training
3. Community Safety – Regulatory Protection (inspection) and Prevention Services
4. Technical Services – Fleet and Equipment
5. Service Delivery – Operational policy development and support

This has been widened slightly to include other work streams that focus on the developing joined IRMPs and promoting the use of sprinkler systems.

7. Increase our water rescue capability for responding to flooding / fast flowing water incidents

We need to maintain and improve our ability to carry out rescues from all types of water including rivers, canals, lakes and particularly fast flowing water. In 2012 we were reminded of the danger that fast flowing water can cause, with the tragic incident at Barford on Avon, where two people lost their lives. Our improvement plan provided for an enhancement of our basic level of water rescue capability, but as the risk continues to increase we want to try and improve further.

We are proposing that we upgrade our capabilities to an enhanced level of swift water rescue. We will also explore partnerships with voluntary sector organisations that could provide some water rescue services, whilst maintaining our local response arrangements.

The Department for the Environment, Fishing and Rural Affairs (DEFRA) regulations, introduced in the autumn of 2010, recommended that all Fire and Rescue Services should adopt nationally recognised categories of teams who can respond to specific types of incidents. It is proposed that WFRS consider training and equipping personnel to these recommended standards.

To meet the required DEFRA level the Service will need to 'up-skill' the existing boats and water rescue capability currently based at Rugby. Without enhancement training, WFRS would not be able to provide a satisfactory response to any fast flowing water incident.

8. Develop our capability for specialist rescue

The Service responds to a variety of incidents, some of which require specialist knowledge, skills, training and equipment. The Service will review its readiness for these types of incidents and where necessary provide to our crews an enhanced level of training and equipment, enabling them to respond safely and effectively to a wide range of emergencies.

9. Review our preventative work to reduce the number and impact of emergency incidents

Our work with the community in reducing the number of emergencies is not only a statutory duty; it is also a vital element in saving lives and limiting the economic impact caused by fires in the county. We must make sure that we comply with the Fire and Rescue Services Act (FRSA) 2004. We propose that without compromising public safety we look for different ways to carry out fire prevention, such as using non frontline staff to carry out HFSCs. This would enable us to free up firefighters' time, which can then be redirected to operational training, risk information gathering and enforcement of fire safety in commercial premises. We will continue to target the most vulnerable members of the community and to promote the installation of sprinkler systems in commercial and domestic property.

12. Consultation

Why we are consulting

It is our aim to deliver effective services that keep the public and our firefighters safe whilst supporting the County Council to balance its budget.

We encourage everyone who has a view on these IRMP proposals, including our staff, the public and elected members across Warwickshire to;

- provide relevant feedback on any or all of these proposals
- make suggestions that add to, or replace these proposals which achieve the same outcomes or better

What will happen with the results?

The answers given and views expressed to the questions will be used to inform and develop the IRMP. The proposals will be shaped by the response from the public consultation and will be presented to the Fire Authority for consideration and approval.

When we are consulting

The consultation will be launched in October 2012. We will collect responses for a period of 12 weeks.

Who we are consulting with

It is our intention to consult with:

- our staff
- the public
- elected members
- our local partners (Police, Primary Care Trust)
- our neighbouring Fire and Rescue Services

How we are consulting

We began to develop these proposals in May 2012 consulting with groups that represent the public and businesses at the start of the development of the IRMP. We discussed what they want from the service and what things we should prioritise over the next four years.

We now want to hear from you about these proposals please write to the IRMP Consultation Team to let us know what you think.

Conditions of Service

Matters relating to staff and Conditions of Service will be subject to more detailed consultation with representative bodies.

Specific Detailed Proposals

The detailed proposals that will be developed over the lifetime of this IRMP will be the subject of separate specific consultation. These proposals will be presented in the IRMP annual action plans.

We have produced an IRMP [consultation web page](#) with lots of additional information that you can use to inform your response to the proposals set out here. The list below is a summary of the links to documents that can be found on the IRMP webpage:

- [Fire and Rescue Services Act 2004](#)
- [Civil Contingencies Act 2004](#)
- [Regulatory \(Fire Safety\) Act 2005](#)
- [Fire and Rescue National Framework for England](#)
- [Quality of life in Warwickshire](#)
- [Warwickshire County Council Community Risk Register](#)
- [Operational Assessment and fire peer challenge toolkit](#)

Please email your comments and the equality monitoring form to:
IRMP@warwickshire.gov.uk

or write to:
Chief Fire Officer
IRMP Consultation Team
Warwickshire Fire and Rescue Service
Service Headquarters
Warwick Street
Leamington Spa
CV32 5LH

EQUALITY MONITORING

Warwickshire County Council is committed to promoting and achieving equality and fairness for all. The information requested below helps us monitor and understand the profile of our customers, staff and members. It is confidential and anonymous, and it cannot be attributed back to you.

Under the Public Sector Equality Duty section of the Equality Act 2010, we have a legal duty to understand the communities we serve, our customer profile and the profile of our staff and members. This Duty can only be met by effective monitoring of the protected characteristics as identified in the Equality Act 2010.

Please complete the questionnaire below, and return to IRMP Consultation, Warwickshire Fire and Rescue Service, Service Headquarters, Warwick Street , Leamington Spa, CV32 5LH or email it to IRMP@warwickshire.gov.uk

| | |
|---|------------------------------------|
| Are you male or female? <i>Please tick one box only</i> | |
| Male <input type="checkbox"/> | Female <input type="checkbox"/> |

| | | | | | |
|--|-------------------------------------|-------------------------------------|-------------------------------------|-------------------------------------|----------------------------------|
| How old are you? <i>Please tick one box only</i> | | | | | |
| Under 18 <input type="checkbox"/> | 18 – 29 <input type="checkbox"/> | 30 – 44 <input type="checkbox"/> | 45 – 59 <input type="checkbox"/> | 60 – 74 <input type="checkbox"/> | 75 + <input type="checkbox"/> |

| | |
|--|--------------------------------|
| Do you have a long standing illness or disability? (long-standing means anything that has troubled you over a period of time or that is likely to affect you over a period of time)? <i>Please tick one box only</i> | |
| Yes <input type="checkbox"/> | No <input type="checkbox"/> |

| How would you describe your ethnic origin? <i>Please tick one box only</i> | |
|--|--|
| <input type="checkbox"/> White - British | <input type="checkbox"/> Asian or Asian British Any other background |
| <input type="checkbox"/> White - Irish | <input type="checkbox"/> Black or Black British - Caribbean |
| <input type="checkbox"/> White - Any other background | <input type="checkbox"/> Black or Black British - African |
| <input type="checkbox"/> Mixed - White and Black Caribbean | <input type="checkbox"/> Black or Black British - Any other background |
| <input type="checkbox"/> Mixed - White and Black African | <input type="checkbox"/> Other Ethnic Group - Chinese |
| <input type="checkbox"/> Mixed - White and Asian | <input type="checkbox"/> Other Ethnic Group - Gypsy or Traveller |
| <input type="checkbox"/> Mixed - Any other mixed background | <input type="checkbox"/> Any other Ethnic group |
| <input type="checkbox"/> Asian or Asian British - Indian | |
| <input type="checkbox"/> Asian or Asian British - Pakistani | |
| <input type="checkbox"/> Asian or Asian British - Bangladeshi | |

| What is your religion, even if you are not currently practicing? <i>Please tick one box only</i> | |
|--|--|
| <input type="checkbox"/> None | <input type="checkbox"/> Jewish |
| <input type="checkbox"/> Christian | <input type="checkbox"/> Muslim |
| <input type="checkbox"/> Buddhist | <input type="checkbox"/> Sikh |
| <input type="checkbox"/> Hindu | <input type="checkbox"/> Prefer not to say |
| Other (please specify) | |

| Do you consider yourself to be ... ? <i>Please tick one box only</i> | |
|---|--|
| <input type="checkbox"/> Heterosexual or straight | <input type="checkbox"/> Other |
| <input type="checkbox"/> Gay or lesbian | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> Bisexual | |

Thank you for your time in completing this form.



14. Glossary

Automatic Fire Alarms – a signal from a system installed into a property that is monitored. If there is no fire and the alarm has been set off for another reason such as dust, insects or a malfunction of the alarm, this is classed as an Automatic False Alarm.

Availability - When a station has its fire appliances available to attend emergency incidents.

Chimney Fires - A fire that is contained within a chimney.

Efficiency Saving - A change that results in doing more with the same amount of resources, i.e. money or people.

Emergency Response Cover - The expected distances fire crews can cover within a given time from the station.

Environment Agency - Non governmental body with the aim to protect and improve the environment.

Environmental Protection Unit - provides specialist equipment to contain spillages of chemicals that may do harm to the environment and its wildlife.

False Alarm Malicious - Emergency calls made when there is no danger present, and which the caller knows to be false.

False Alarm Malicious Attended - False Alarms Malicious calls that fire engines are deployed to attend.

False Alarm Malicious Not Attended - False Alarms Malicious calls that Fire Control Operators challenge, and subsequently do not deploy fire engines.

False Alarm Good Intent - Emergency calls made in good faith when there is no danger present.

Fire Control Operators - Fire control room staff who answer 999 calls and deploy fire engines to emergency incidents.

Fire and Rescue Authority – The Authority that governs the Fire and Rescue Service. The Authority is made up of the full 62 elected members of the County Council who have specific responsibilities under the Fire and Rescue Services Act 2004.

Fire Service Emergency Cover Toolkit (FSEC) - A computer based program which allows us to assess the different types of risks in different areas based on past emergency incidents.

Home Fire Safety Checks – A review of the specific fire hazards in a home. This can include the fitting of smoke detectors.

Incident Recording System (IRS) – An incident reporting system used by all Fire and Rescue Services across the country. All emergency incidents which are attended have a full report written up detailing the incident.

Integrated Risk Management Plan - The Fire and Rescue Authorities plan for improving public safety, reducing the number of fire incidents and saving lives.

Local Resilience Forum (LRF) - The executive group representing all category 1 responders from the region, with responsibility for ensuring that an appropriate level of preparedness is achieved whilst enabling effective multi agency liaison to ensure effective response to emergency incidents.

Operational Response Capability - The number and different types of equipment for example, fire engines and rescue boats.

Property Fires - Fires which take place in homes and/or buildings which belong to someone and have value.

Primary Fires - Fires which occur in any type of property including homes, businesses and vehicles.

Retained Duty Firefighters - Firefighters who have primary employment elsewhere, but are available to respond to emergencies on an on-call basis. Also known as Retained firefighters.

Risk - the danger and likelihood that someone or something could be harmed or

Road Traffic Collision (RTC) - Is an incident where a vehicle collides with another vehicle or object which potentially causes people to be trapped within the vehicle.

Rural Area - Areas where our response standard is 20 minutes.

Special Services - Types of incident where no fire takes place but where a fire engine still attends. This includes incidents such as flooding and large animal rescues.

Statutory Duties – The services that the Fire Authority is required to deliver through various Acts of Law including the Fire and Rescue Service Act 2004.

Small Fires - Fires which occur in open areas, such as fields or hedges, or which are contained in objects such as bins. These have a lesser value than primary fires.

Urban Area – Areas where out response standard is 10 minutes.

Wholetime Fire Stations - Stations which are crewed by full-time firefighters providing 24 hour cover every day of the year.

DRAFT